



# Emergency Services Update

Division of Emergency Services and Homeland Security

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## Southern Utah Floods of 2005

# FEMA money is flowing



Rick Williams (DES), Larry Bulloch (St. George City) and Marvin Froistad (FEMA) inspect the large portion of Valley View Drive washed out by January's flooding in Southern Utah.

## Teams working to bring federal aid to S. Utah

By Derek Jensen  
Div. of Emergency Services

ST. GEORGE — Money to rebuild public infrastructure in Kane and Washington counties started to flow March 2,

when the state hand-delivered the first round of checks to local governments.

The Public Assistance money, sent from the Federal Emergency Management Agency (FEMA), will be cru-

cial in helping local communities rebuild important infrastructure such as roads, bridges and water lines dam-

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## Verdi White takes the helm as new director of DES

By Derek Jensen  
Div. of Emergency Services

Verdi White is the new director of the Utah Department of Public Safety's Division of Emergency Services and Homeland Security (DES).

White, a 20-year veteran of the department, replaces former DES Director Nannette Rolfe.

Commissioner Robert Flowers asked Rolfe to serve as the

new director of the department's Drivers License Division as part of a restructuring process within the department.

The restructuring is designed to bring greater integration to the department as part of its expanding homeland security mission. The changes will resemble the homeland security



Verdi White

model established under the National Incident Management System (NIMS). NIMS is designed to integrate multiple emergency service disciplines during a major disaster or incident.

The changes are also intended to provide a more nimble agency that will better

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## Southern Utah Floods of 2005

## Got sandbags? DES adds 2nd machine to response arsenal

By Jim Brown

Div. of Emergency Services and HL Security

The Utah Department of Public Safety's Division of Emergency Services and Homeland Security (DES) now has two mechanical Sandbaggers which counties may borrow for major sandbagging operations.

The two identical machines (manufactured by The Sandbagger Corporation) were used during January's flooding in Washington County. Although the Sandbaggers are in the possession of DES, they are on hand receipt from the U.S. Army Corps of Engineers, Sacramento Office. DES has positioned one of the units in a UDOT yard in Salt Lake County. The second machine is in a UDOT yard in Washington County.

The Sandbaggers are about four feet wide, eight feet long and six feet tall. Manufacturer's literature advertises a fill rate of up to 1,600 sandbags an hour. A hopper holds two yards of sand and can be filled by a front loader. Sand is pro-



Thanks to the U.S. Army Corps of Engineers, Utah has two machines available for emergency sandbagging operations.

vided to four work stations, each manned by a person that:

- holds a sandbag under the chute
- depresses a foot pedal to allow sand to flow into the sandbag
- releases the foot pedal
- hands the filled sandbag to another person for use

A fifth person mans a ladder and uses a shovel to insure a flow of sand to each workstation. A sixth person operates the front loader.

Transportation and set up of the Sandbaggers are straightforward. The unit is trailer mounted and can be towed by a pickup truck. On site, the Sandbagger is unstrapped and pulled or lifted from the trailer with a front loader or backhoe. During filling operations, care must be taken to fill the Sandbagger with sand in a safe manner so ground personnel are not endangered.

Takedown of the Sandbagger is simple and can be accomplished without using heavy equipment, if necessary. A trailer-mounted winch can be used to load the Sandbagger onto the trailer. When loaded properly, the Sandbagger should be moved to the front of the trailer, empty of sand, with the ladder placed in the hopper. Straps are used to secure the Sandbagger to the trailer.

The value of each Sandbagger and trailer (cost to the U.S. Government) was \$12,100 in 1998.

Interested in more information?

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## Planning ahead a key to managing volunteers during any disaster

By Jody Horn

State Donations Management Coordinator

"Here I am and I'm ready to help!"

It was a common scenario that confronted emergency services personnel following the Florida hurricanes and the recent flooding in Southern Utah.

In St. George, a Jan. 10 request for volunteer sandbaggers elicited 1,000 people within one hour.

Spontaneous volunteers can also show up unsolicited during a disaster, wanting to provide a variety of services—cutting tree limbs, removing debris, feeding individuals, providing medical assistance, searching for people. The list goes on and on. Unfortunately, these well-intentioned citizens are typically unaffiliated, untrained, misinformed and lacking a link to established relief agencies. When this is the case, the good-will of volunteers can quickly create an additional challenge during an already daunting local disaster.

However, with some planning and foresight, emergency



Volunteers help fill sandbags during the recent flooding in Southern Utah. Photo courtesy of St. George City.

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# Images



# of

# Recovery



**Left:** State Coordinating Officer Nannette Rolfe speaks with the media. **Above:** Exposed pipe lies in the new streambed cut out by flood waters. **Top Right:** Ryan Pietramali and Jim Lloyd work in the FEMA/State Joint Field Office.



**Right:** The FEMA/State Joint Field Office in St. George. **Bottom Right:** Federal, state and local officials tour Valley View Drive in St. George. The road was washed out by flood waters. **Below:** Lt. Governor Gary Herbert (left) and Commissioner Robert Flowers address Public Assistance applicants.



## Southern Utah Floods of 2005

# Flood Recovery Timeline:

## January

- 9 Rain on Snow received
- 10 Washington Co., Virgin, Hurricane, Washington, St. George sign disaster declaration
- 10 Partial activation of state EOC. DES activates the State Hazard Mitigation Team
- 10 Governor and DES staff arrive on site
- 11 State resources deployed (UDOT, Health, National Guard, Natural Resources)
- 11 Governor issues executive order declaring "State of Emergency"
- 11 Request for federal Preliminary Damage Assessment (PDA)
- 13 FEMA PDA Team deployed
- 15 Presidential Disaster Declaration requested

## February

- 1 Disaster Declaration signed
- 2 FEMA initial operating facility opened in St. George
- 5 St. George Joint Field Office (JFO) operational, DES staff arrive at JFO
- 7 Public Assistance briefing offered
- 14 SBA denied request for assistance

## March

- 2 First Public Assistance checks delivered to local agencies
- 3 Kane and Washington counties receive SBA disaster declaration as contiguous counties to Mohave County, Ariz.
- 25 JFO to close

## Volunteers

### (Continued from page 1)

coordinators can prepare for this influx of good will and effectively utilize citizens who show up wanting to help.

The management of spontaneous or unaffiliated volunteers should be an inclusive function in any emergency operations plan.

Planning ahead, developing procedures, knowing who will do what, when and how, are all critical components of managing volunteers.

Perhaps the most important aspect of managing volunteers lies in the answers to the following two questions: How do I link to established relief agencies to help me and how do they help?

The answers will vary, but this task can be easily accomplished by learning about Voluntary Organizations Active in Disasters (VOADs).

A VOAD is the state counterpart to the National Voluntary Organizations Active in Disaster

(NVOAD). VOADs are a humanitarian association of independent voluntary organizations who may be active in all phases of the emergency management cycle, including preparedness, response, recovery and mitigation.

The VOAD mission is to foster efficient, streamlined services to disaster victims and eliminate unnecessary duplication of effort through cooperation in the four phases of the emergency management cycle.

The VOAD Mission operates under the four C's motto: Cooperation, Communication, Coordination and Collaboration. (Visit the NVOAD website [www.nvoad.org](http://www.nvoad.org) to learn more about members and

services from VOAD agencies.)

A recent white paper reported on in the January/February 2005 issue of *Homeland Protection Professional* ([www.hppmag.com](http://www.hppmag.com)) stated that, "in an ideal world all volunteers would be affiliated with established organizations and trained for specific activities."

"In reality, spontaneous volunteering is inevitable and must be planned for and managed."

The paper, written collaboratively by the Association for Volunteer Administration, NVOAD and the Points of Light Foundation, proposes "spontaneous volunteers be used in all four phases of disaster planning and recovery: mitigation, preparedness, response and recovery."

There are numerous resources available to help Emergency Coordinators learn how to handle volunteers who self-deploy, have the best of intentions but, unfortunately, are not linked to an established relief organization. Most important, emergency managers don't have to develop this plane alone. Information, guides, ideas, plans and checklists are available to support you in managing volunteers.

### Resources for Managing Volunteers

#### Utah Voluntary Organizations Active in Disasters (UVOAD)

**President:** Craig Knight, Manager of Emergency Response

The Church of Jesus Christ of Latter-day Saints ([knightcp@ldschurch.org](mailto:knightcp@ldschurch.org))

**Vice President:** Randy Frank, Director of Emergency Services

Mountain Valley Chapter, American Red Cross ([randyfrank@mtvalleyredcross.org](mailto:randyfrank@mtvalleyredcross.org))

FEMA Independent Study Courses.....([www.training.fema.gov/emiweb/IS/crslist.asp](http://www.training.fema.gov/emiweb/IS/crslist.asp))

Nat'l Forum-Disaster Volunteerism...([www.nvoad.org/articles/volunteerism-summary.php](http://www.nvoad.org/articles/volunteerism-summary.php))

Volunteer Florida.....(<http://volunteerflorida.com/publications/pubsmain.cfm>)

"Ready to Respond" manual.....(<http://pointsoflight.org/resources/details.cfm?ID=10159>)

Illinois Homeland Security.....([www.illinois.gov/security/preparedness/volunteer.htm](http://www.illinois.gov/security/preparedness/volunteer.htm))

For more information on managing disaster volunteers contact:  
Jody Horn, State Donations Management Coordinator: [jhorn@utah.gov](mailto:jhorn@utah.gov)



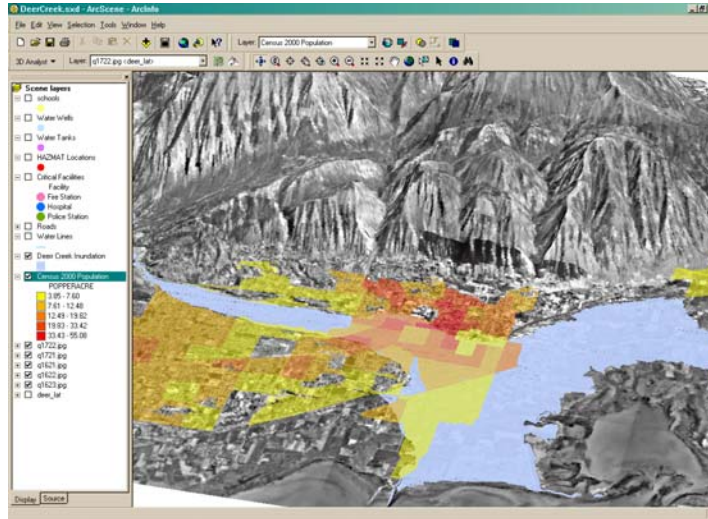
# GIS training for local emergency coordinators is on the way

By Jeannie Watanabe  
Office of the Chief Information Officer

A picture may be worth a thousand words but as Al Leidner, Director of Citywide GIS for New York City said after 9/11, "This stuff saves lives."

The "stuff" Leidner is referring to is GIS technology and the broad variety of geospatial data that can be compiled in a visual format for emergency preparedness, response and recovery. The Utah Department of Public Safety's Division of Emergency Services and Homeland Security has partnered with the State's Automated Geographic Reference Center (AGRC-statewide GIS) and the Governor's Office of the Chief Information Officer to facilitate the use of geographic information systems (GIS) as a tool for local emergency management planning.

An introductory level GIS training is



This graphic depicts population in Provo that could become flooded if Deer Creek Dam failed. Such technology is an invaluable planning tool for emergency managers.

being offered to each county for their emergency management coordinators. A team of trainers that includes the local GIS professionals and AGRC staff will teach each class. Times and locations are still being determined. This training is

funded through the state's Homeland Security grant and coordinated through the state's regional support teams.

As part of the training package, each county will receive critical infrastructure data layers for their county that can be enhanced with their local data and will learn how to access the other 300 data layers that are maintained in the State Geographic

Information Database (SGID). The training sessions will provide an opportunity for emergency management coordinators to get know their local GIS experts and understand the resources and capabilities available to them.

Interested in more information?

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## Flood (Continued from page 1)

aged by January's flooding.

"We are excited to give money to help local communities rebuild," State Coordinating Officer Nannette Rolfe said. "This money will relieve a huge financial burden on local taxpayers and governments."

Joint teams of representatives from FEMA, the state and local agencies have been busy compiling project worksheets to determine the cost and eligibility of repairs. In some cases, that process is expected to continue for several months.

The Utah Department of Public Safety's Division of Emergency Services and Homeland Security (DES) is the lead state agency for these projects and will continue to work with FEMA out of the Joint Field Office (JFO) in St. George.

DES has participated in the flood response and recovery in a variety of ways in the days and weeks since water first started flowing in Southern Utah. In the early stages of flooding, DES helped coordinate state resources from the State of

Utah Emergency Operations Center (EOC). With approval from the governor, DES staff made emergency purchases of sandbags during the flooding and helped coordinate resources from other state agencies such as the Utah National Guard, Utah Department of Health, Utah Department of Natural Resources and UDOT. The division also sent an additional sandbagging machine to the area when local supplies were overwhelmed. Commissioner Robert Flowers was on the ground from the beginning of the flooding and was later joined by then DES Director Nannette Rolfe and a handful of her staff. The state Hazard Mitigation Team was sent to Southern Utah and began gathering damage assessments to speed along the declaration process when FEMA arrived. After FEMA completed its Preliminary Damage Assessments (PDAs), Governor Jon M. Huntsman, Jr. submitted the state's request for a disaster declaration. That declaration was signed Feb. 1. By Feb. 5, some 60 staff members from FEMA and DES were working together at the JFO.

In those four days, a team of 10 FEMA

employees worked with local businesses, electricians and contractors to turn 9,000 square feet of empty, unfinished office space into a fully functioning office for the state and FEMA. The office has telephones, computers, printers, faxes, work stations, offices and conference rooms.

Two semi-trailers from Denver, Colo. transported the office supplies required to set up the JFO. Some of those supplies included 250 tables, 150 office chairs, 400 office partitions and a two-day stock of office supplies for 75-100 people.

"It was amazing to see how quickly things were up and running at the JFO," Deputy SCO Ryan Pietramali said. "This really allowed us to move the public assistance process along quickly."

FEMA and the state will continue to transfer Public Assistance funds to local agencies, even after the JFO closes at the end of March.

However, the relationships formed during the close coordination of federal, state and local emergency managers will ensure that Kane and Washington counties receive every dollar available for Public Assistance.

## From the Outgoing Director

## Communication is key to emergency services success

Someone once said that change is inevitable. So it is in state government. It's time for me to move on to the Department of Public Safety's Drivers License Division, but not without sharing some of what I've learned over the past year at the Division of Emergency Services and Homeland Security.

First, communication is vital in our business. We were able to offer quick help to Washington County in January because we had already been in communication with local emergency man-



Nannette Rolfe

agement officials. We were in close contact when rain saturated the ground in Southern Utah in the fall. Thanks to our ongoing coordination we were able

to pre-position one sandbagging machine in the Southern Utah area and obtain a second. Both were eventually used in Southern Utah for the flooding response. Communication between the state and FEMA has been equally important as we've moved forward with Public Assistance.

Second, it is important to incorporate ESF functions

into local Emergency Operations Plans. We've seen firsthand the use of these functions at the FEMA/State Joint Field Office (JFO) in St. George.

The JFO housed functions designated under the National Incident Management System (NIMS), including planning, operations, logistics, finance/administration and public information. Both state and FEMA employees have been incorporated into these functions for a seamless response in the Public Assistance process.

These functions made it easy for state and federal workers to easily assimilate

into the recovery process.

The smooth organization in the JFO has allowed us to exhaust every available resource in order to help agencies in Kane and Washington counties rebuild.

Finally, though I'm leaving I'll still be available to anyone who might have a question or need any help. I will remain the State Coordinating Officer for the Public Assistance process in St.

George. And, as always, you can still reach me through state e-mail. Keep working hard. The jobs we perform are a crucial part of keeping the citizens of this great state safe and secure.

## White

(Continued from page 1)

serve local governments. The department will spend the next year reviewing this structure and receiving feedback from local agencies.

"We're going to make sure we're serving our local customers the best way we can," White said of the transition process.

White returns to DES, where he had previously served as director when the division was known as Comprehensive Emergency Management. He started with the department as a Utah Highway Patrol Trooper in 1985. White has held a variety of positions within the department, including: deputy commissioner, deputy assistant to Governor Walker for Homeland Security, Former member of the Utah Olympic Public Safety Command (UOPSC), Public Information Officer, supervisor for the State Bureau of Investigations' Money Laundering Unit and training supervisor for the Utah Police Academy.

Rolfe was named DES director on February 2, 2004. Most recently, she helped coordinate the state's response to the flooding in Southern Utah. She will continue to work as the State Coordinating Officer (SCO) while FEMA completes its Public Assistance process under the Feb. 1 Presidential Disaster Declaration signed by President George W. Bush.

Rolfe has worked with the Utah Department of Public Safety for 18 years. Most of those years were spent at BCI, where she worked in a variety of bureau sections before becoming division director. While serving as director of BCI, Rolfe worked with the legislature to establish the Utah State Missing Person Clearinghouse. She was also involved in the deployment of the Amber Alert system throughout the state of Utah.

## Upcoming DES Training Classes

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Course Name	Date	Location
Basic Public Info. Officer	March 8-10	St. George
HMOSP	March 14-25	Salt Lake City
Ex. Design & Ex. Eval.	March 15-17	Camp Williams
ICS (Intermediate)	March 29	Camp Williams
CERT Train the Trainer	April 1-2	Logan
ICS (Advanced)	April 5-7	Camp Williams
Psycho Motors	April 11-16	Bountiful
Mitigation Planning	April 13-14	Salt Lake City
HMIM	April 25-28	Layton
Recovery from Disaster	May 3-5	Camp Williams
Managing People in Dis.	May 10-12	Camp Williams
Hazmat Conference	May 16-20	TBA
Emergency Planning	June 1-2	Salt Lake City
Basic Public Info. Officer	June 7-9	Salt Lake City

Register for classes online at [www.des.utah.gov](http://www.des.utah.gov)